

COORDINATING DRAFT

ANNEX E AGRICULTURE AND FOOD CONTROL MEASURES

PRIMARY AGENCY: Washington State Department of Agriculture

SUPPORT AGENCIES: Washington State Department of Ecology
Washington State Department of Fish and Wildlife
Washington State Department of Health
Washington State Military Department
Washington State Patrol
Washington State Department of Transportation
Washington State Counties
Adjacent States/Provinces

I. INTRODUCTION

A. Purpose

This Annex provides for the coordinated application of food control measures during the recovery phase of any emergency or disaster, with the potential to threaten the safety or marketability of the agricultural food supply in the effected area.

B. Scope

This Annex describes the general process involved in determining the extent and length of time needed for food control measures.

II. POLICIES

A. Food control measures may have to be set up to protect the public from consuming adulterated food and water in the event of an incident or emergency. Washington State, with the support of affected counties, will carry out the protective actions concerning food supplies, including livestock and the production of milk products. The counties are responsible for assessing the impacts of local area Protective Action Decisions (PADs) with the assistance of the local United States Department of Agriculture (USDA) agent.

B. Specific authorities and procedures for direct intervention in the production, marketing, or consumption of contaminated food products are addressed in Washington State Department of Health (DOH) and Washington State Department of Agriculture (WSDA) statutes and procedures.

COORDINATING DRAFT**III. SITUATION****A. Emergency/Disaster Conditions and Hazards**

Conditions resulting from an emergency or disaster may threaten the safety of the food supply, calling for the application of food control measures within a designated area. Details of the methods of determining the affected area(s) are presented in agency operating procedures.

B. Planning Assumptions

1. Incidents or emergencies requiring the application of food control measures will occur.
2. Personnel within the emergency response organizations are familiar with food control measures.
3. Clear communications and adequate justification regarding the necessity of food control measures will encourage cooperation from producers prevented from marketing their products due to those measures.
4. Producers experiencing financial losses due to food control activities, in response to an emergency or disaster, will expect to be reimbursed for those losses.

IV. CONCEPT OF OPERATIONS**A. General**

1. The concern for food control and the deposition exposure pathway begins in the early phase of an incident and continues until all food products in the effected area are either destroyed or found to be safe for consumption. Meteorological data, contaminant data, and measurements taken by appropriately equipped field teams during and immediately after the event, will help define the initial actions required when the event is terminated.
2. As soon as possible after the event is terminated, field teams will be directed to continue to measure and sample material deposited on the ground to identify areas where ingestion and control of food are of concern.

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3. This initial area(s) is plotted on a map and sent to decision-makers from the affected county(ies) and state(s). Geopolitical boundaries describing the area(s) in easily recognizable features such as roads and rivers are proposed by the affected county(ies). This proposed boundary is forwarded to the state Emergency Operations Center (EOC) for coordination. The Executive Section of the state EOC evaluates the proposed boundary and then forwards the coordinated boundaries to the Governor's Office in the form of a draft Governor's Order to establish a Food Control Area (FCA) (Annex E, Appendix 1).
4. DOH and WSDA will measure, sample, and analyze food for deposition. As this occurs, the boundary of the FCAs will be adjusted. It is anticipated that the area(s) will be reduced through this process.
5. Methods and procedures for carrying out protective actions within the ingestion affected area are listed in the WSDA procedures.
6. The sampling of crops, dairy products, and open water resources is conducted concurrently with the field measurements through a joint field team consisting of WSDA and DOH personnel. Sample collection assistance is requested, as needed, from the local agricultural community, other states, federal agencies, or commercial firms under contract to conduct this function. The results of laboratory analysis of the samples are factored into the decisions regarding the protective measures to be taken.

B. Notification

The public is notified of food control measures through public information announcements. The Joint Information Center (JIC) for the incident or emergency will be the primary point for release of general public information. County emergency managers should be prepared to release information identifying the affected areas.

V. ACTIONS**A. Initial Actions**

1. The affected counties issue agricultural advisories when a release is imminent or has begun. The advisories are initially based on projections describing the probable deposition path of the release. This is the first official indication that more stringent food control measures may need to be carried out.

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2. DOH coordinates and directs monitoring resources to determine relocation and food control isopleths.
3. State and county planners develop recommended initial food control boundaries based upon the calculated dose line provided by the Dose Assessment Center (DAC).
4. Based upon the counties' recommended geopolitical boundaries for FCAs, the state EOC will draft a Governor's Order to formally establish the FCAs. The formal Governor's Order will also stop food from being transported out of the FCA. This Order is designed to protect the public from consuming adulterated food.
5. Traffic Control Points (TCPs) will be needed on primary and secondary roads crossing the food control boundary. Food Access Control Points (FACPs) will be established where major commercial food transportation routes cross the food control boundary. These points serve to restrict transport of food from the FCA until food can be verified to be within accepted health standards by laboratory analysis. Law enforcement and representatives from WSDA, or other designated agencies will staff the FACPs. Vehicles will need to be stopped to advise the vehicle operators of the Governor's Order.
 - a. Commercial food transporters will be directed to return their cargo to its point of origin within the FCA.
 - b. People operating non-commercial vehicles transporting food from the FCA will be asked to return the food to the point of origin or sign a statement voluntarily surrendering their food at the FACP. (See a sample statement at Annex E, Appendix 2). Challengers to this direction should be referred to a FACP where the WSDA representative will explain the conditions in effect.
 - c. In those cases where the FCA is crossed by an interstate highway, or other limited access highways, TCPs should be established at each highway on-ramp within the FCA.
6. Upon determination of the FCA, DOH in coordination with WSDA will establish a plan to sample and monitor milk, pasture, and other agricultural crops to protect the health and safety of the population. Priorities of sampling are based on the risk to the most sensitive population (children) and crop harvest seasons. Laboratory analysis levels at which milk, water, and other food

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crops are embargoed are found in Appendix A of the *Washington State Department of Health Response Procedures for Radiological Emergencies*.

7. Appropriate responses will consist of the identification and application of measures to protect various elements of the food chain from becoming adulterated. They must also address the proper disposal or diversion of food for which the contamination cannot be prevented or removed.

B. Continuing Actions

1. Support will be needed for ACP and TCP personnel.
2. The protective measures are modified and become increasingly more precise and location-specific as additional data is generated. Ingestion pathway protective measures are based on field data and laboratory analysis. DOH certifies the food per laboratory analysis of samples. WSDA releases or embargoes the food, as appropriate.
3. Once all samples have been analyzed, final protective measures will be designated and implemented until recovery activities are complete.
4. Recovery efforts will include:
 - a. Relocation or interim care of livestock within the contamination zone
 - b. Decontamination or destruction of contaminated food products, crops, and livestock
 - c. Continued sampling of contaminant residues on crops, livestock, milk, soil, and water.
 - d. Creation of contaminant concentration maps for the affected area
 - e. Protective Action Recommendations (PARs) related to food safety.

COORDINATING DRAFT**VI. RESPONSIBILITIES****A. Primary Agency****1. Washington State Department of Agriculture**

WSDA is responsible for preventing adulterated food from coming into the food chain through oversight of commercial sales and movement of agricultural commodities. WSDA and DOH work in tandem to provide a comprehensive approach to the ingestion exposure pathway response. WSDA procedures detail how their responsibilities will be accomplished.

- a. Provide representatives to operate the FACPs at key transport intersections on the food control boundary with appropriate law enforcement.
- b. Target the specific crops and food products proven to be unacceptable for consumption, as the contamination profile is further defined through field samples and laboratory analysis.
- c. Identify and monitor the activities of licensed commercial dairies, farms, processing plants, and wholesale distributors, within the ingestion pathway Emergency Planning Zone (EPZ).
- d. Notify the agricultural community of the state's PADs.
- e. Assist DOH with obtaining samples for laboratory analysis at FACPs at licensed dairies, farms, processing plants, and wholesale distributors, as requested.
- f. Coordinate with county agricultural agents who are charged with identifying family and hobby farms in the ingestion pathway to ensure appropriate protective actions are carried out.
- g. With DOH, develop a prioritized sampling plan of the projected area(s) affected by a radiological release from a facility.
- h. Contribute to the identification of the geopolitical boundaries of the relocation area(s) and FCAs, and the locations for the FACPs.

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- i. Issue embargo orders as required, oversee testing of embargoed food, and monitor the proper disposition of adulterated food.

B. Support Agencies:**1. Washington State Department of Ecology**

The Department of Ecology will assist in coordinating the disposal of contaminated crops, animal carcasses, and soil that are classified as hazardous waste.

2. Washington State Department of Fish and Wildlife

When Department land holdings or facilities fall within the FCAs, Fish and Wildlife personnel will be assigned to work cooperatively with other state agencies to conduct sampling in these places, as well as control access into and out of these areas. Fish and Wildlife will work cooperatively with the state EOC Executive Section to ensure protective actions to control the harvest of fish and game in FCAs are carried out.

3. Washington State Department of Health

DOH will coordinate and direct all monitoring to identify affected areas and verify nonaffected areas; monitor, sample, and analyze air, milk, pasture, water, soil, and agricultural products. When the Federal Radiological Monitoring and Assessment Center (FRMAC) is activated at the state's request, DOH will continue to coordinate and direct all offsite monitoring operations in collaboration with the FRMAC staff.

- a. Analyze field data, perform dose assessment, and develop PARs that will effectively protect the health and safety of residents and the food supply.
- b. Provide health physics support and contamination control for WSDA Sanitarians when they collect milk samples from a radiologically affected area.
- c. If state and local jurisdiction capacity to deploy the required number of field teams is overwhelmed, prepare a request for federal assistance from the FRMAC.
- d. With WSDA, develop a prioritized sampling plan of the projected area(s) affected by a release from a facility.

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- e. Provide technical assessment and analysis of field data to provide basis for county geopolitical boundary proposals for FCAs.
 - f. Assign personnel to work cooperatively with WSDA personnel monitoring food at facilities within or near the FCAs, as appropriate.
 - g. Consult with the facility and federal support teams, to identify additional laboratory resources qualified to conduct the required analysis of samples, if necessary. Identify needs for additional transportation capabilities to move samples to these laboratories, as required.
 - h. Oversee the analysis of samples at all laboratories involved with the response.
 - i. Provide continuing regular updates of dose assessment, analysis of field data, and new or refined PARs to the Executive Section of the state EOC.
4. **Washington State Military Department**
- a. Emergency Management Division
 - (1) Facilitate the development of the state's PADs and coordinate the carrying out of those decisions during the intermediate and late phases of the response.
 - (2) Facilitate the Governor's adoption of the geopolitical boundaries defining the FCAs. These boundaries are recommended by the affected counties and coordinated with the state EOC. FACP's and TCP's are established by law enforcement agencies. This decision-making process will include consultation with the state of Oregon, if necessary.
 - (3) In coordination with DOH, WSDA, the Washington State Patrol (WSP), the affected county(ies), and the state of Oregon, if required, facilitate the staffing and equipment requirements for carrying out traffic control measures, security measures, and food control measures.
 - (4) At regular intervals throughout the event, arrange for a full briefing of the state EOC Executive Section on the latest sampling and monitoring

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data, recommendations from the DAC, and other pertinent data. Based on these briefings, validate the boundaries of the FCAs or recommend refinements to these boundaries. Before altering the boundaries, solicit recommendations from the affected county(ies) and consult with the state of Oregon.

- (5) Develop estimates of the probable duration and scope of the intermediate phase response, based on consultation with the facility and the Federal Emergency Management Agency (FEMA). Share these estimates with the affected jurisdictions so all state and local jurisdictions can identify the staffing patterns necessary to accomplish shift changes, and resource requests requiring action by the state or federal governments.
- (6) Coordinate the dissemination of public information with the ingestion pathway county(ies) at regular intervals throughout the intermediate phase.
- (7) Provide operational information to the counties.

b. **National Guard**

- (1) Upon Declaration of Emergency by the Governor, the National Guard will support the WSP in traffic control, evacuation, mobile communications, and other areas.
- (2) Assist local governments, as necessary.
- (3) Specific tasks in support of DOH and WSDA operations in the FCAs, may also be assigned.

5. **Washington State Patrol**

- a. Conduct traffic control.
- b. Assist local law enforcement efforts, and coordinate the transportation of samples.
- c. Provide supplemental enforcement services at the access and TCPs with available resources.

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- d. Coordinate the provision of additional state law enforcement resources to local law enforcement agencies, when requested. This includes the coordination of law enforcement resources with affected counties and the state of Oregon.

6. Washington State Department of Transportation

- a. The Washington State Department of Transportation (WSDOT) is responsible for the coordination of transportation missions, when tasked, as prescribed by the *Washington State Comprehensive Emergency Management Plan* (CEMP). *Washington State Department of Transportation Emergency Operating Procedures* are designed to carry out this function.
- b. Coordinate with WSP for traffic control resources and provide other transportation resources, as necessary. The barricades, road signs, and highway rerouting information necessary to redirect traffic from the FCAs will be provided by WSDOT, provided resources are available. The need for long-term rerouting of interstate or intrastate traffic to avoid travel in or near specific areas will be addressed by WSDOT in consultation with WSP.

7. Affected Counties

- a. Consult with the state regarding the development and implementation of PADs.
- b. Consult with the county extension agent to identify and locate milk producers, vegetable growers, fruit growers, and home gardeners not licensed by the state to carry out protective actions for this sector of the agricultural community. The county extension agent will assist the state in determining the impact on the food chain as well as implement the PADs for the state.
- c. Develop and submit recommendations to the state on the FCA boundaries and the locations for FACP and TCPs.
- d. Identify and commit local law enforcement resources for FACP. Request supplemental law enforcement support, when necessary.
- e. Coordinate the application of the PADs, requesting additional resources from the state, as needed.

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- f. The application of ingestion PADs is primarily the responsibility of the affected county(ies). State resources may be made available to support such application, if requested. If state resources are fully committed, the state will request federal resources.
- g. Information on the disposition of specific commodities is disseminated to the licensed agricultural community on a case-by-case basis by the WSDA in conjunction with the county extension agent(s).

8. Adjacent States/Provinces

Washington State's emergency response to incidents includes coordinating PADs with the states and provinces adjacent to Washington State. Central to these relationships is the coordination between Washington, Oregon, Idaho, and British Columbia. Representatives from Oregon, Idaho, or British Columbia may be consulted during the decision-making process and will be informed of actions taken. Public information will be closely coordinated with affected jurisdictions to ensure consistent messages are being given to the public.

VII. REFERENCES

See the Basic Plan, Section II. A., Authorities, of the *Integrated Fixed Facility Radiological and Chemical Protection Plan*.

Washington State Department of Agriculture, Food Safety and Animal Health Division, Radiological and Chemical Emergency Procedures.